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ABSTRACT

This report provides direction for the development of a cohesive state policy and plan for the state of Oregon regarding services for at-risk youth. It is also intended to serve as a guide for school districts, community colleges, state agencies, and communities in the further development and improvement of programs for at-risk youth. Section I of the report describes the scope of the dropout problem, characteristics of at-risk youth, and possible causes of dropping out. National data and data from the state of Oregon are provided as they relate to causes of dropping out. Eight proposals for action to serve at-risk youth are discussed and a plan is given for each proposal: (1) increase public awareness and cooperative efforts; (2) work with factors outside the schools; (3) develop reporting procedures for schools; (4) report promising practices; (5) encourage local programs; (6) develop alternative programs; (7) develop programs for parent education and parenting skills; and (8) provide educator training. Section II focuses on state agency plans and budgeting. It includes an action plan for implementing 1986-89 activities. Budget requests are given for 1987-89 in the areas of administering at-risk programs, grants-in-aid to schools, and joint youth initiative. A summary of existing department resources for at-risk youth is included. For each resource, the grades served and the major focus of the resource is given. (NB)

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ED286124

AT-RISK YOUTH

PLANNING DOCUMENT FOR THE STATE BOARD OF EDUCATION AND THE OREGON DEPARTMENT OF EDUCATION

• September 1986

CG 020207

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Verne A. Duncan
State Superintendent
of Public Instruction

Oregon Department of Education
700 Pringle Parkway SE
Salem, Oregon 97310-0290

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FOREWORD

With this document, members of the State Board of Education and staff of the Oregon Department of Education reaffirm their commitment to working with schools to develop ways to reach out to students who are at risk of dropping out. On the following pages we address factors involved in adopting our approach to youth who, for a variety of reasons, have become alienated from the schools. We then propose a plan for implementing a positive course of action to better serve at-risk youth. If the interest and motivation of these young people can be rekindled through appropriate, quality education programs, they will have a better chance to acquire the skills and knowledge needed to be effective family members, citizens and productive employees.

The contributions of those who took part in the development of the Advisory Committee Report for At-Risk Youth are gratefully acknowledged. This report, its recommendations, and other relevant information such as the Education Commission of the State's booklet, "Reconnecting Youth," served as the basis for the Department's plan for implementing At-Risk Services during 1986-89--contained in Section Two of this document. It is my hope that this planning statement will prove useful in efforts taking place throughout the state to develop education programs which truly meet the needs of our at-risk students.

Verne A. Duncan
State Superintendent
of Public Instruction

The State Board's Priority Statement on At-Risk Students:

Place greater emphasis on early identification and response to the needs of students at risk of academic failure or underachievement, and on the provision of alternative programs which motivate and encourage potential dropouts to continue their education.

It is the policy of the State Board of Education and a priority of the Oregon Department of Education that there will be no discrimination or harassment on the grounds of race, color, sex, marital status, religion, national origin, age or handicap in any educational programs, activities, or employment. Persons having questions about equal opportunity and nondiscrimination should contact the State Superintendent of Public Instruction at the Oregon Department of Education.

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SECTION I
STATE ADVISORY COMMITTEE REPORT

REPORT AND RECOMMENDATIONS OF THE STATE ADVISORY COMMITTEE ON AT-RISK YOUTH SUBMITTED TO THE OREGON DEPARTMENT OF EDUCATION • April 1986

PREFACE

From the Superintendent's Advisory Committee on At-Risk Youth:

The purpose of this report is to provide direction for the development of a cohesive state policy and plan regarding services for at-risk youth. This report draws upon the collective knowledge and skills of the committee and reflects their concerns. In addition, the committee has encouraged comment from a variety of sources including school districts, state agencies, and other interested organizations. It is anticipated that the State Legislature, the State Board of Education, and other decision-making bodies will find this document helpful in establishing policies and setting priorities.

The State Board of Education continues to give high priority to programs for at-risk youth. This publication will also provide a guide for school districts, community colleges, state agencies, and communities in the further development and improvement of such programs.

AT-RISK ADVISORY COMMITTEE

Rosie Bareis
Tamarack Learning Center
1560 NW Newport
Bend, OR 97701

George Benson
Centennial School District 28Jt
18135 SE Brooklyn Street
Portland, OR 97236

Les Bradbury, Superintendent
The Dalles School District 12
200 E 10th Street
The Dalles, OR 97058

Barbara Hasek
PTA
PO Box 452
Springfield, OR 97477

Penny McDonald, Principal
Inza R Wood Middle School
1055 SW Wilsonville Road
Wilsonville, OR 97070

Jack McRae, Superintendent
Astoria School District 1C
3194 Marine Drive
Astoria, OR 97103

Ed West, Director of Sec Ed
Parkrose School District 3
10636 NE Prescott Street
Portland, OR 97220

Susie Wise, Student
South Salem High School
1680 Fir Street S
Salem, OR 97302

Edith Orner
Crescent Valley High School
2633 NW Squire Place
Albany, OR 97321

Allan Tresidder
Oregon School Boards Association
PO Box 1086
Salem, OR 97308

Mary Wells
Eddyville High School
Eddyville, OR 97343

Oregon Department of Education:

Les Adkins, Director, Student Services

Ron Burge, Deputy Superintendent

Verne A. Duncan, State Superintendent of Public Instruction

Don Egge, Associate Superintendent, Policy and Program Development

Leon Fuhrman, Special Education/CDS Program

Judy Miller, Special Education/ Alternative Education

John Pendergrass, Public/Private Ventures

AT-RISK REVIEW COMMITTEE

Art Binnie
Salem School District 24J
1309 Ferry Street SE
PO Box 12024
Salem, OR 97309

Rick Cady
Alcohol and Drugs
301 Public Service Building
Salem, OR 97310

Bill Carey, Superintendent
MacLaren School
2630 N Pacific Highway
Woodburn, OR 97071

Jack Carter
Lane Community College
4000 E 30th Avenue
Eugene, OR 97405

Elyse Clauson
Children's Services Division
198 Commercial Street SE
Salem, OR 97310

Ann Davis
Washington County ESD
17705 NW Springville Road
Portland, OR 97229

Tom English
Juvenile Services Commission
630 Center Street NE
Salem, OR 97310

Alden Knapp
State Advisory Council on
Career & Voc Ed
715 Summer Street NE
Salem, OR 97310

Holly Miles
Job Training Partnership Admin.
Executive Department
155 Cottage Street NE
Salem, OR 97310

Jeffrey Milligan
Juvenile Services Commission
630 Center Street NE
Salem, OR 97310

T. K. Olson
Education Coordinating Commission
225 Winter Street NE
Salem, OR 97310

John Pendergrass
Oregon Department of Education
700 Pringle Parkway SE
Salem, OR 97310-0290

Jim Roberts
Clackamas Community College
19600 S Molalla Avenue
Oregon City, OR 97045

Barbara Ross
Youth Coordinating Council
7310 Acorn Ridge Drive
Corvallis, OR 97330

John Westine
Education Coordinating Commission
225 Winter Street NE
Salem, OR 97310

Scope

National and state data indicate that at least 25 percent of our youth do not obtain a high school diploma. Many students leave school early because of frustration and failure. Many others merely "go through the motions" of attending school. The role of the individual, the family, the school system, and society may all contribute to the problem.

A growing body of research suggests that young people who are not successful in school have difficulty making a successful transition to adult life. We have long known that social and/or academic factors in the school are strong predictors of delinquency and that we have a disproportionately high percentage of dropouts on our welfare rolls and in our corrections facilities. We know that it costs both the public and the private sector more, in the long run, not to develop the educational potential of our youth. When our young people cannot gain access to or benefit from traditional school programs, they face uncertain futures as family members, citizens, and productive employees. The costs will grow until effective ways are found to address this problem.

THE PROBLEM

Characteristics

While at-risk youth represent all social and economic backgrounds and abilities, they have certain characteristics in common. These characteristics may include the following:

- Lack of academic success
- Poor self-concept
- Antisocial behavior
- Poor attendance
- High mobility
- Dysfunctional families
- History of child abuse
- Substance abuse
- Teen pregnancy

The exact cause and effect relationship among these factors and the high dropout rate is not known. However, it is clear that the school system must be organized to respond to the needs of all students and to involve them in a constructive learning process. The school is the only formal social institution capable of interacting with every child to address the range of behaviors and conditions likely to result in delinquency.

Causes

An alarming increase has occurred in the data for a number of relevant demographic areas. A few of these areas are reflected in the table below.

Demographic Area	*National Data**
Children in poverty	Up from 16 percent in 1970 to 22 percent in 1985. About 14 million children live in poverty. Almost half of black children and one-third of Hispanic children live in poverty.
Drug and alcohol abuse	Up 60-fold since 1960.
Teenage pregnancy	Up 109 percent for whites, 10 percent for non-whites since 1960.
Unmarried mothers	Up from less than 1 percent in 1970 to over 6 percent today.
Female headed households	Up from 12 percent in 1970 to 23 percent in 1984.
Teenage homicide	Up more than 200 percent for whites, 16 percent for non-whites since 1950.
Teenage suicide	Up more than 150 percent since 1950.
Teenage crime	Arrests up from 18 percent in 1960 to 34 percent in 1980 (18- to 24-year-olds).
Teenage unemployment	Up 35 percent for non-whites, 60 percent for whites since 1961.
School noncompletion rates	1983 US average 26 percent--Oregon 27 percent, California 25 percent, Washington 25 percent, Idaho 22 percent, Nevada 25 percent, Arizona 32 percent, and Utah 15 percent.

* Reconnecting Youth: The Next Stage of Reform, Education Commission of the States, Denver, CO, 1985.

Demographic Area	*Oregon Data***
Youth in poverty	Over the past two decades, about five percent of Oregon families with children under 18 have been below the federally-defined poverty level. However, among those families, a serious trend has developed toward female-only head of household (1970--25.7 percent, 1980--37.7 percent). Poverty plus father absence places youth at increased risk.
Drug and alcohol abuse	A new scientific survey of Oregon youth in the 11th grade shows Oregon's rate of monthly and daily marijuana and cocaine usage is higher than the national rate for 12th graders (marijuana 28.6 percent monthly in Oregon and 37.8 percent in the City of Portland, compared to 26 percent nationally). Daily use of cocaine is particularly alarming, involving 0.5 percent of Oregon 11th graders compared to 0.4 percent 12th graders nationally. It is estimated that 8,000 adolescents in Oregon have significant alcohol problems (daily) and more than 12,000 suffer from illicit drug abuse. In 1980, 113 youth age 15-19 were killed in auto accidents, and 57 (50 percent) had been drinking.
Unmarried mothers	Births to unmarried mothers have increased dramatically since 1950--multiplying ten-fold from 1.9 percent in 1950 to 17.4 percent in 1984. Over one-third of these births are to teenage mothers.
Teenage homicide and suicide	In the last 20 years, both the suicide and the homicide rates for 15- to 24-year-olds have tripled in Oregon. Suicide has remained the second leading cause of death among youth ages 15-24.

** Gale H. Roid, Final Report: Statistics on Youth at Risk in Oregon. Unpublished report submitted to the Oregon Department of Education June 1986.

Causes (cont.)

Demographic Area	*Oregon Data*
Youth unemployment	For the student who considers leaving school to work, the prospects for unemployment are high. The dropout has a one out of three chance of unemployment in Oregon as compared to a one out of eight chance for the enrolled or graduated 16- to 19-year-old. For black students who drop out, 49 percent are unemployed (1980 census data).
Child health and safety	The issue of child health and safety warrants careful discussion, not because it is "popular," but because it is "right." Conservative estimates project that most recently in Oregon:*** - at least 1/2 of all mothers of children under the age of six have now entered the labor force. - the percentage is even greater once the child reaches school age - 212,946 children under the age of nine are affected by the return to the work place by the child's primary care giver - by 1990, the projected number of children affected will increase to 240,960

These problems have contributed to a serious dropout situation requiring a planned and coordinated response from schools and social service agencies. The costs for needed services will be borne by state and local government either in prevention/intervention programs or in crisis intervention programs.

*** "Improving the Quality of Child Care," Priority Topics for Community Meetings--An Agenda for Commission Members, Oregon Commission on Child Care, Sherwood, OR, June 1986.

The education system has had difficulty responding to the increased need for special programs and services. The following factors contribute to the dropout rate:

- Difficulty in identifying resources for the early identification of academic, attitude, and behavioral problems;
- Difficulty in providing effective early intervention for academic, attitude, and behavior problems;
- Difficulty in adapting instruction to individual learning needs and rates;
- Disciplinary measures which deny education to the very students who need it most;
- Barriers to students who wish to return to school after withdrawing;
- Lack of incentives to return to school after withdrawing; and
- Lack of appropriate alternative programs;
- Lack of effective counseling and other community support services;
- Lack of coordination with other youth-serving agencies to meet the needs of youth and families which go beyond the school.

PROPOSALS FOR ACTION TO SERVE "AT-RISK YOUTH"

The role of an educational system is to help young people develop their potential. Many of our youth are unable to take advantage of opportunities offered in the traditional school structure. The reasons may be related to academic, personal, and/or social problems; therefore, solutions must include the total resources of the community. Because state and local policies and programs have the potential to address the problem, the following proposals for action are presented:

- Refine definitions and data collection to ensure accurate information at the state and national level.
- Implement procedures for primary prevention, early identification, intervention, and referral.
- Develop collaborative efforts and partnerships with other youth-serving agencies.
- Provide a variety of educational programs and learning environments to adapt to the needs of at-risk youth.
- Encourage business, industry, labor, and government to enter cooperative ventures to strengthen transitions to employment.
- Work cooperatively with state and local programs to support the families of students at risk.
- Encourage students to continue their education; include ease of reentry.
- Evaluate programs to ensure effective and efficient use of resources.

1. Increase Public Awareness and Cooperative Efforts

Sponsor programs to increase public awareness about the seriousness of the at-risk youth problem, and organize partnerships to develop solutions.

Discussion

Society loses a valuable resource when a student drops out of school. Without an adequate education, youths may have difficulty fully participating as family members, citizens, and as productive employees. The costs to society and to the individual are well documented with a disproportionately high percentage of these youth needing supportive social services.

Schools alone cannot address all of the problems and must coordinate with other programs and agencies to develop public awareness and facilitate the delivery of services. The continued efforts and resources of various state and community agencies are essential.

Plan

The State Board of Education shall fund a new or existing statewide coordinating council on At-Risk Youth Strategies and through the council shall:

a. Provide advice and guidance to the State Superintendent and State Board on direction, priorities, funding, and administration of programs for at-risk youth;

b. Join with other state and local agencies including: the Department of Human Resources, State Juvenile Services Commission, Youth Coordinating Council, Governor's Council on Alcohol and Drug Abuse Problems, and other statewide advisory or coordinating organizations in recommending statewide policy;

c. Stimulate public awareness of definition and data in regard to the problems of at-risk youth;

d. Promote formation of coalitions--through planning organizations such as agencies of the Department of Human Resources, and the local Juvenile Services Commission--among business, industry, education, and all private and public organizations providing youth and family services;

e. Study the effectiveness of alternative education programs in meeting needs of at-risk youth and publish annual and biennial reports on the progress made.

2. Work with Factors Outside the School: Delinquency, Child Abuse, Alcohol and Other Drug Abuse, Teenage Pregnancy, Suicide, and the Dysfunctional Family

Assist every community in understanding how the dropout problem is related to alcohol and other drug use and abuse, delinquency, child abuse, teenage pregnancy, suicide, and the dysfunctional family.

Discussion

The schools are a primary constructive force in the lives of many children who do not have a stable family for support. Consequently, while these problems are not solely the school's responsibility, they must be addressed in the school.

Substance use or abuse is known to be a contributing factor in over 70 percent of successful suicides and is also a contributing factor in teenage pregnancy. Suicide is the second leading cause of death among 15- to 24-year-olds, both in Oregon and nationally. Ways must be found to reduce the incidence of these problems through prevention and intervention strategies.

Other factors which affect youth success in school are the changing family structure and mobility of school age youth. Single parents are forced to work to make a living and the income level is often inadequate. In addition, students who are unsuccessful in school have a history of moving from school to school with little opportunity for sustained educational progress.

Plan

a. The Oregon Department of Education shall encourage cooperative planning among state and community youth-serving agencies to alleviate these problems.

b. The State Council on At-Risk Youth shall utilize existing local juvenile services commissions to coordinate resources to address these problems.

c. The State Board of Education shall seek funding to support a staff member who will provide technical assistance to local district education personnel and personnel in other youth-serving agencies in order to effectively address the above problems.

d. The State Juvenile Services Commission, in consultation with the Oregon Department of Education and the Department of Human Resources, will adopt guidelines for implementing this function.

3. Develop Reporting Procedures, Accurate Data, and Follow-up Studies

Assure an accurate student accounting and follow-up system.

Discussion

Currently the definition of dropout that is most widely accepted is as follows: "Dropouts are students who withdraw from school prior to receiving a regular high school diploma or completing the 12th grade, and do not enroll in another school or education program leading to the continuation of an educational program, a high school diploma, or a certificate of General Educational Development." This term is not synonymous with "non-completers." The term "non-completers" refers to students who may stay in school but do not attain a standard diploma as well as all students who are dropouts. A standard definition of "dropout" needs to be adopted both statewide and, if possible, nationwide so that data can be reported from state to state and community to community.

At present, dropout rates are often inferred from graduation rates. For example, in Oregon approximately 70 percent of the entering ninth graders graduate four years later. Some have erroneously labeled this as a 30 percent dropout rate; in fact, the 30 percent includes some students who finish 12 years of school but do not receive a regular high school diploma as well as other exceptions.

The Oregon Department of Education presently compiles data which reflect a dynamic and changing educational system. Three sets of data reflect different methods of looking at the same phenomena:

- Annual attrition rate (ranges from 5 percent to 7 percent)
- Four-year attrition rate (ranges from 26 percent to 29 percent)
- Graduation rate (ranges from 68 percent to 70 percent)

Data collected nationally showed Oregon with graduation rates of 71.7 percent and 73 percent in 1982 and 1983 respectively. Oregon ranked 35th and 37th respectively for those same two years in comparison with other states and significantly below other states according to other data collected nationally. Questions have been raised about how data are reported and comparisons drawn which point to the need for a more uniform data collection system nationwide.

(continued on next page)

The Oregon Association of Secondary School Administrators' statewide study on early school leavers, published in 1984, supported the findings from the Oregon Department of Education. Further, the study utilized a more complete student accounting system which identified where students went after leaving high school.

More research needs to be conducted on the dropout rate in early age groups and on the incidence among minority students.

Plan

The State Board of Education shall:

a. Establish indicators to measure the rates associated with the "at-risk" phenomenon

- annual attrition
- four year attrition
- graduation
- early school leavers, by district or school
- school/program completion rates (diplomas and GEDs)
- reports from other agencies and programs

b. Identify indicators to monitor other populations of students such as younger age groups, minority students, placement for students in private care agencies, hospitals, and vocational programs.

c. For short-range purposes, adopt a student accounting system similar to that used by the Oregon Association of Secondary School Administrators to provide data on dropouts from local school districts;

d. Cooperate with other groups such as the Chief State School Officers to develop common definitions and data collection systems which can be used nationwide for comparative purposes;

e. Seek funding for research and follow-up on early school leavers;

f. Select specific aspects of the dropout phenomenon for study and make recommendations to the State Superintendent on priorities for future research.

4. Report Promising Practices

Make available to every school the strategies and programs already known to be effective for at-risk youth.

Discussion

Many programs have been funded through state, federal, and local resources which have been successful and are still in operation. In addition, private alternative programs provide different models to serve students. Generally, the more severe the need or behavior, the greater the adaptation called for in the alternative program. The community should have a range of services and programs available to serve the broad range of needs of these students.

Characteristics of successful programs have been identified and can be adapted to local situations. Successful programs can be used as models for districts and communities based on the need and patterns of coordination.

Plan

The State Superintendent shall:

a. Establish a clearinghouse of state and national resource material and promising practices via conferences sponsored by such organizations as:

- Oregon Education Association/National Education Association
- Confederation of Oregon School Administrators (COSA)
- Oregon School Boards Association (OSBA)
- Youth Coordinating Council
- Oregon Association for Alternative Education (OAAE)
- Oregon Counseling Association.
- Oregon Community College Association
- Northwest Regional Educational Lab
- State Juvenile Services Commission

b. Develop priorities and allocate funds to assist in identification and dissemination of effective strategies and programs within current funding capabilities of the agency.

c. Promote networking relationships between and among regions, communities, organizations, and agencies to assist in dissemination of promising practices.

5. Encourage Local Programs

Encourage every school district to provide a continuum of programs in grades K-12 for at-risk students which includes an appropriate curricula and an environment conducive to learning.

Discussion

The State Board of Education has been concerned about the needs of at-risk students for several years. Some local districts have also taken action to study the problems and design programs; however, many districts need support and direction to make a commitment toward serving this population of students. Positive experiences early in school can help avoid developmental problems. Head Start and Child Development Specialist programs are examples of successful programs.

Plan

a. Each school district shall be required to prepare a districtwide plan which addresses the needs of at-risk youth. In planning, each district should consider:

- a description of the nature of the problem;
- how the district proposes to identify the students;
- how student assistance programs will be incorporated for the earliest possible detection, assessment, intervention, and support;
- how parents will be involved in planning, implementing and support of their child's educational program;
- how students can re-enter the school;
- establishment of curriculum or units within courses which focus on the preparation of high school students in parenting skills;
- how child care programs in the private sector can be coordinated with early childhood educational programs in the public schools;
- how students will be placed in appropriate educational programs which match learning styles and teaching strategies;
- how resources or agencies, businesses and community organizations will be utilized;
- how the district will monitor and evaluate the effectiveness of its program for at-risk students.

b. The school districts will be encouraged to utilize the local juvenile services commissions and other community agencies, businesses, and organizations in their planning efforts.

c. The Oregon Department of Education shall provide technical assistance including models to school districts in developing these plans.

6. Develop Alternative Programs

Urge school districts, community colleges, and private programs to develop alternative education programs which will motivate at-risk students to continue their education and learning.

Discussion

Although elementary and secondary education programs serve many students quite well, the increasing emphasis on graduation requirements and college entrance requirements has created obstacles to other students. The extent to which this is contributing to the dropout problem needs to be carefully monitored.

For those who need an alternative, private programs may have the solution. Current law allows partial payment of tuition (not less than the amount of basic school support funds) to flow to private alternative programs, but this is insufficient.

Certification issues remain a major problem for assignment of teachers in public and private alternative programs.

Plan

a. The State Board of Education shall seek legislation to fund innovative education programs designed to address the needs of at-risk youth. Funds shall provide incentives to local districts to keep at-risk students in school and to help cover the extra costs of educating these youth. Incentive funds may be granted to districts with plans to restructure at all levels using such approaches as mastery learning, open entry-open exit, flexible time commitments, alternative settings (facilities), alternative teaching styles and strategies, and effective prevention and early intervention strategies.

b. The State Board shall seek resolution to the problem of certification of teachers in public and private alternative programs.

c. Districts will be encouraged to adopt and adapt proven models of private alternative programs when appropriate and to help define the role of private programs in serving at-risk students.

d. The State Board shall encourage school districts and community colleges to engage in new, cooperative approaches, such as the "two plus two" plan, regional planning, and other efforts unique to a specific geographical area.

e. The State Superintendent and State Board shall seek funding for sufficient staff in the Oregon Department of Education to provide technical assistance to local districts for dissemination of promising practices and to provide additional leadership and coordination at the state level to remove barriers to program adoption, and to encourage widespread adoption of proven programs.

7. Develop Programs for Parent Education and Parenting Skills

Encourage school districts to cooperate in providing training programs to both students and parents in effective parenting skills.

Discussion

With the increase in dysfunctional families, many young people do not learn effective parenting skills from adults. The young people, in turn, become parents who are unable to discipline or positively influence their children. While this is not solely a problem for the school, it certainly affects the school and has become a major concern for school personnel. In addition, teenagers are becoming parents before they are ready to assume such responsibilities.

Efforts need to be made to involve community agencies with the schools in cooperative approaches to training parents in effective parenting skills. Parents need to be informed of their responsibility for the education of their children.

Plan

a. The Oregon Department of Education shall provide technical assistance to school districts on model programs for developing effective parenting skills for teenage parents as well as parents of children in school.

b. The State Board of Education shall promote programs in school and out of school, in cooperation with other state and local agencies, which provide parents with instruction and consultation on parenting skills.

c. Local districts shall be encouraged to develop programs and activities which will promote the involvement of parents in support of their child and the school program.

d. Districts shall be encouraged to implement parent support groups for parents of at-risk youth.

e. Local districts shall be encouraged to provide support groups for children from dysfunctional families.

8. Provide Educator Training/Changing Attitudes

Promote, through preservice and inservice training, the use of innovative programs and approaches best suited for at-risk students at all levels.

Discussion

While alternative programs for at-risk students will provide some students with a means to obtain their education, inservice training of educators will reach many more. It will be necessary to coordinate such training with university staffs and the Teacher Standards and Practices Commission to include future educators currently in preservice programs.

The major shortcoming in current training programs for educators is that they do not teach how to manage disruptive children. When educators lack skills in working with "acting out" children, or lack awareness that these problems exist, they may be frustrated when confronted by these students.

Educators must be involved in planning and assessing both their needs and district strategies for implementation. Organizations interested in the improvement of education should be encouraged to study staff development needs and make appropriate recommendations in this area.

Plan

a. The State Board of Education shall support efforts to meet the inservice needs of educators, to improve their ability to keep at-risk students in school and progressing in their studies. Efforts should focus on the differences between teachers and at-risk students in terms of values, goals, life styles, learning styles, and perceived needs.

b. The State Board of Education also shall require local school districts to include methods and techniques for teaching at-risk youth as a priority in district staff development plans and in allocating Oregon Department of Education and local district funds for staff development. Through training, educators will learn more about assessment, individual learning styles, alternative teaching strategies and design of other instructional models.

c. The State Board of Education shall encourage the universities and Teacher Standards and Practices Commission to assure that training programs include methods and techniques for teaching at-risk students.

SECTION II
STATE AGENCY PLANS AND BUDGETING

- ACTION PLAN FOR IMPLEMENTING 1986-1989 ACTIVITIES
- BUDGET PACKAGES: GRANT-IN-AID AND ADMINISTRATION
- OREGON DEPARTMENT OF EDUCATION RESOURCES FOR AT-RISK YOUTH • September 1986

ACTION PLAN FOR IMPLEMENTING PROGRAMS FOR AT-RISK YOUTH 1986-89

The Department of Education has viewed the problem of educating at-risk youth as a serious one for several years. In 1980, the Department conducted a "Study of School Leavers" which reported the magnitude of the dropout problem in Oregon and provided some information on the causes and effects of dropping out on young adults.

Since that study, the Confederation of Oregon School Administrators, the Youth Coordinating Council and others have conducted studies on dropouts in the state. Their reports confirm that at-risk youth are an appreciable percentage of Oregon's school population, and that they present a serious problem to schools, state agencies and communities. A statewide, coordinated plan for serving at-risk youth is necessary to prevent the economic and personal loss experienced when at-risk youth go unserved.

The Department and other state agencies have begun the process of finding solutions to the complex problems of at-risk youth. This effort has included information sharing, planning meetings, and grants and contracts to support model programs and services. However, these efforts have been small on budget and effect when compared to the magnitude of the problem.

Beginning with the 1986-87 school year, the Department is launching a major effort to analyze the complex causes and varieties of interventions for dropouts and students who are at risk of dropping out of school. Based on the findings of the studies, a statewide plan and program will be developed and support provided to local schools and communities as they organize and revise programs.

Following is a brief outline of the major activities for the next three years (1986-1989).

1986-1987

Three major activities will be completed during 1986-87 which lay the groundwork for a statewide program effort during the 1987-89 biennium. These activities involve collecting and analyzing information on the multiple causes of school failure and dropouts, and possible educational approaches.

1. Two studies will be developed and implemented during the 1986-87 school year.

   a. Students who dropped out of school during or after the 1981-82 school year will be randomly selected from school districts across the state. These students' school records will be reviewed; school staff, parents and the students themselves will be interviewed to determine reasons for dropping out and educational and employment status; and other information will be gathered to give the state an accurate description of the dropout rate in Oregon, and of causes and effects of dropping out of school.

   b. As the above study is structured, a subgroup of students will be identified for a more in-depth set of questions concerning their plans for their education and employment and other aspects of their future. A follow-up will take place with these students each year for five years to ascertain the success of their plans and what actually does occur. This information will give the state an in-depth look at the progress of young adults over a period of time.

2. Concurrent with the above studies, the Department will conduct an analysis of the studies and evaluations done by local school districts and other local agencies which focus on the problems and issues of at-risk. These studies will by compiled and published in a report with a statewide perspective. In addition to reporting local findings, the Department will collect and report program details where local agencies have implemented services based on studies they conducted. This information will be valuable to other local agencies and districts as they begin developing programs and to the state as it develops model programs.

3. A third activity for 1986-87 is the development and field testing of a statewide student reporting system. This system will collect information on dropouts from every school district in the state and will allow the Department to compile accurate and complete information on the dropout rate, characteristics of the students and immediate status of the student (i.e., attendance in an alternative educational program, employment, etc.).

1987-1988

During the first year of the 1987-89 biennium, the Department--in cooperation with several other state agencies--will conduct activities which produce the tools and materials necessary for a statewide implementation of programs for at-risk students and dropouts.

1. Procedures and materials for the early detection of at-risk youth and evaluation of student educational needs will be developed and tested in selected schools. Also, an instrument for the evaluation of the quality of a program for at-risk students will be developed and field tested. These tools will be made available to local schools for their use as programs are planned and implemented.

2. Based partially on the information collected during 1986-87, and on additional information collected from around the country, the Department will support the "showcasing" of 20 programs through contracts with local school districts. These programs will provide working models which school staff may visit. In addition, the contracted districts will provide training and materials to those interested in adapting the model to their own local situations. The emphasis will be on the demonstration of early identification and intervention.

3. Staff development and inservice programs will be provided to prepare staff to work with at-risk youth. The Department, in cooperation with several other state agencies, will develop a planning process that will effectively assist local schools and communities to evaluate their own local problems and needs, and to develop and select alternatives for serving these students. Contracts will be used to assist local schools and communities in the development of their local plans.

4. To further support local schools and communities, the Department will develop, through a contract with one of the state's colleges and universities, a clearinghouse containing a broad range of program and instructional information. This information will be collected and made available to local schools and communities as they develop their plans, implement programs or evaluate the quality of the services they are offering. This clearinghouse will continue on contract through the biennium and move to the Department in 1990.

1988-1989

The second year of the biennium will be one of statewide implementation. The Department will continue to support the dissemination of information and tools schools and communities may use to implement services for at-risk youth, and will support local program implementation.

1. During the 1988-89 school year, the Department will continue:

   a. information dissemination through the clearinghouse and the "best practices" model programs;

   b. training and technical assistance through Department staff and the staff of the model programs;

   c. dissemination of the tools for identification, student assessment and program evaluation.

2. Through a stimulus grant program, the Department will support the implementation of local programs which have been developed through the local planning process. The grants will be made on a competitive basis with priority given to districts in greatest need. Local schools and communities may use any or all of the information, tools and models the Department has developed over the prior two years.

   The competitive stimulus grant approach will (1) provide support to those schools and communities which have used good planning to develop high quality programs, and (2) add to the range and depth of models available in the state. In addition, the stimulus grant approach avoids a state mandate and allows local schools and communities to determine the pace and direction of their own development.

1987-89 Budget Request:

Administering At-Risk Programs

The following pages contain the Department of Education's budget request for administering or operating the programs for at-risk youth.

STATE OF OREGON

EXECUTIVE DEPARTMENT

NARRATIVE OR
SPECIAL ANALYSIS

ODE DEPARTMENT OPERATIONS - PACKAGE 102

PROGRAMS FOR AT RISK YOUTH

Purpose

The Superintendent's Task Force on Youth at Risk in Oregon reports on the growing number of young people who are not successful in school, either dropping out or just "going through the motions" of attending school. These young people are not making a successful transition to adult life, for which they, and our society are paying a heavy price.

Staffing Impact:
2.0 FTE increase

Funding Source:
General Fund
$228,781

The report indicates that:

Certain characteristics are shared by young people who have left school or are "at risk" of dropping out of school; such as lack of success in school, history of child abuse, use and abuse of alcohol and other drugs, dysfunctional families, high mobility, teen pregnancy, or tendencies toward drug abuse or suicide. These young people come from all backgrounds and populations. Because they either cannot gain access to, or benefit from traditional school programs, they face uncertain futures as learners, workers, and citizens.

"Dropouts" are students who withdraw from school prior to receiving a regular high school diploma or completing the 12th grade, and do not enroll in another school or educational program leading to a high school diploma or certificate of General Educational Development.

Oregon is experiencing a high level of unemployment, parental alcoholism, child abuse, teen pregnancy, and student substance abuse. These problems have contributed to a serious dropout problem requiring dramatic coordinated responses on the part of schools and social service agencies.

How Accomplished

This decision package outlines a comprehensive program with the goal of helping young people acquire a sense of purpose and meaningful goals to which they can direct their energies and talents. The costs for needed services will be borne by state and local government either in the form of prevention/intervention programs or in crisis intervention programs. Since the causes of the problem lie both in the community and its school system, solutions must include the total community's resources. The budget package for this program includes funds for:

a. A specialist: technical assistance; liaison with other state agencies; leadership; coordination; management of grant-in-aid programs
b. Prevention/early intervention measures
c. Adaptation of instruction, support systems and learning environments
d. Local and state interagency collaboration
e. Development of follow-up system: definition of dropout; efforts toward consistent reporting among states; student follow-up
f. Set-up model programs/incentive programs
g. Advisory committees: ODE committee; coordination with other state committees

	CODE	TITLE	DESCRIPTIONS
AGENCY	581	Oregon Department of Education	1 Programs for At Risk Youth
PROGRAM	001	Department Operations	2
SUBPROGRAM			3
ACTIVITY			DOCUMENT
			1987-89 Budget Request

(X) AGENCY REQUEST
( ) GOVERNOR'S RECOMMENDATION
( ) LEGISLATIVELY APPROVED
1987-89
1058F2

Budget Page 114

DEPARTMENT OF EDUCATION
1987-89 BUDGET REQUEST
DECISION PACKAGE COST DETAIL

A. PERSONAL SERVICES:

Position Class	FTE	Base Salary	OPE (34% of Base)	Total
1. Ed. Spec. 2	1.0	$62,490	$21,250	$ 83,740
Funding: General Funds				
2. Secretary	1.0	$26,160	$ 8,894	$ 35,054
Funding: General Funds				
3.				
Funding:				
4.				
Funding:				
			Total	$118,794

C. CAPITAL OUTLAY

Item	Qty	Price	Total
Desk	2	$250	$ 500
Chair	2	175	350
Typewriter	1	700	700
			$1,555

Funding: General Funds

D. ASSOCIATED GRANT-IN-AID COSTS:

Funding: General Funds

$5,000,000

0015H/jr

DIVISION: Special Education & Student Services
TITLE OF PACKAGE: At-Risk Youth
Package #102

B. SERVICES & SUPPLIES:

1. Position Related (Common Costs Associated with a Position)

	Avg Cost Per FTE	FTE	Total
In-state Travel	$ 3,561	1.0	$ 3,561
Out of State Travel	982	1.0	982
Office Expenses	8,646	2.0	17,292
Phone	5,394	2.0	10,862
Employee Recruitment and Improvement	735	1.0	735
Subtotal	$19,318	2.0	$ 33,358

Funding: General Funds

2. Other Program Services & Supplies

Publications	$ 10,000
Workshops	10,000
Professional Services	40,000
Educational Supplies	10,000
Advisory Committees	4,000
Data Processing	1,000
Other (specify)	
Subtotal	$ 75,000

Funding: General Funds

TOTAL SERVICES & SUPPLIES $108,432

Activities Provided for:
Technical assistance to LEAs
State Council on At-Risk Youth
Data Collection & Follow-up Studies
Evaluation of Program & Dissemination of Promising Practices

1987-89
Form A-1

1987-89 Budget Request:

Grants-in-Aid to Schools

The following pages contain the budget request to the Legislature for the grants-in-aid programs for at-risk youth. This is followed by an explanation of the details contained therein.

STATE OF OREGON

EXECUTIVE DEPARTMENT

NARRATIVE OR
SPECIAL ANALYSIS

ODE GRANT-IN-AID - PACKAGE 206

AT-RISK YOUTH

Purpose

Approximately one in four students who enter high school will not remain until graduation. The economic and social costs of this phenomenon cannot be ignored. The goal of this decision package is to reduce the number of students who drop out. Students drop out for many reasons, but educational programs can be designed to prevent discouragement and failure in the school system.

Staffing Impact:
None

Funding Source:
General Fund
$5,000,000

How Accomplished

A three-pronged approach to these problems is needed to encourage local districts to better serve these students' needs.

1. In collaboration with the assessment program at the ODE, competitive grants will be awarded to develop and test model early detection and evaluation methods, and provide training statewide. Existing programs in Oregon, and nationally, will be used in this development, and in training local district staff ($150,000).

2. Currently operating programs in Oregon will be evaluated for effectiveness and replicability through competitive grants. Staff development activities and materials to assist other local districts in developing their own services will be required as components of these grants. Programs from community colleges, private alternative programs, school district programs, vocational education programs, and state-operated or -supported programs will be identified as possible models through the Interdepartmental Planning Committee on At-Risk Youth ($175,000).

3. Stimulus grants will be offered to local districts to organize programs and services for early detection and for ongoing services for At-Risk Youth. Assessment procedures and program models developed under #1 and #2 above will be used to assist local districts in preparing applications, but the districts will also be encouraged to fit the planned progress to local needs and resources for the best possible likelihood of continuation after the stimulus funds run out ($4,675,000).

	CODE	TITLE
AGENCY	581	Oregon Department of Education
PROGRAM	002	Grant-in-Aid
SUBPROGRAM	03	Special Education
ACTIVITY		

DESCRIPTIONS
1 At-Risk Youth
2
3

DOCUMENT
1987-89 Budget Request

(X) AGENCY REQUEST
( ) GOVERNOR'S RECOMMENDATION
( ) LEGISLATIVELY APPROVED
1987-89
1058F 2

Budget Page 216

DISCUSSION PAPER ON AT-RISK YOUTH

Approximately one in four students in Oregon who enter high school do not graduate. Some studies suggest an even higher dropout rate; but whatever the number, it is alarmingly high - too high.

The economic and social repercussions of dropouts to Oregon, and to the individual students, are too serious to be ignored. Lost and underachieved productivity is a waste of Oregon's workforce resources. The individual students' failure to succeed in accepted, traditional school programs lead to discouragement and a future of frustration and unrealized potential.

"A dropout is a [student] who leaves a school, for any reason except death, before graduation or completion of a program of studies and without transferring to another school. The term 'dropout' is used most often to designate an elementary or secondary school [student] who has been in membership during the regular school term and who withdraws from membership before graduating from secondary school or before completing an equivalent program of studies. Such an individual is considered a dropout whether his/her dropping out occurs during or between regular school terms, whether his/her dropping out occurs before or after s/he has passed the compulsory school attendance age, and, where applicable, whether or not s/he has completed a minimum required amount of school work." (Ref: High School Dropouts: How Communities Can Gather Useful Information; 1981.)

Though dropouts have brought the problem of at-risk youth to the public's attention, the act of leaving school before completion/graduation occurs extremely late in the development of an at-risk student. Characteristics of at-risk youth are evident very early in students' lives - often before entry into the schools. These students can be identified through a combination of environmental, behavioral/personal and academic characteristics found to correlate with academic failure, maladaptive social behavior and dropping out. These characteristics include:

ENVIRONMENTAL:
- high residential mobility
- history of child abuse
- economic disadvantagement
- minority status
- family dysfunction

BEHAVIORAL/PERSONAL:
- substance abuse
- pregnancy
- poor self-concept
- antisocial behavior/delinquency
- poor peer relations
- poor relations with adults

ACADEMIC:
- erratic school attendance
- academic problems - grade and/or credit deficits
- behavior problems
- lack of involvement in school activities
- dropping out

The exact cause-effect relationship among these characteristics and high dropout rates is unknown; however, using these characteristics, early detection and intervention/prevention are possible. Educational programs through the public schools and private service providers, and in cooperation with social service agencies, can be designed which prevent school failure and intervene in the pattern of environmental and personal characteristics which are likely to result in dropouts or students poorly equipped to be productive workers and family and community members.

This package proposes a two stage plan for developing a statewide At-Risk Youth Program during 1987-89. Activities during the 1987-88 year will focus on the development and dissemination of methods, strategies and models that prove to be successful with at-risk students. During 1988-89, one year stimulus grants will be provided, on a competitive and matching basis, to school/community planning groups for initiating programs and services.

The total cost for the 1987-89 biennium is $5.0 million, which will provide for the development of model/demonstration programs available to every community in Oregon, and training which will affect teachers and school administrators as well as private providers and social service agency staff. In the second year of the biennium, stimulus grants will fund services for up to 10,000 at-risk students in the state. One criteria for awarding grants would be on the basis of need so that funds are targeted to districts with greatest need.

The focus of funding and technical development for both years of the biennium will be on early detection and prevention/intervention. Many good high school level programs currently are operating in the state. The majority of funding support will, therefore, be used for the development and initiation of services at the early school levels.

Advantages to this package:

1. Provides advance preparation and technical assistance to districts prior to program implementation.
2. Develops model programs and activities for use by local districts.
3. Requires coordination with community agencies for most efficient use of funds.
4. Focuses resources at the prevention/early intervention level.
5. Provides incentives to districts with funding rather than mandating programs.

1987-89 Biennial Plan
At-Risk Youth

TASKS	1987 J J A S O N D	1988 J F M A M J J A S O N D	1989 J F M A M J
1.0 Develop Policy Recommendations (Admin Pkg, see 6.0)			
1.1 Implement legislation - Oregon Administrative Rules (OARs)	x ———		
1.2 Monitor implementation and review policy as needed	x ongoing		
2.0 Conduct Information Collection (Admin Pkg, see 6.0)			
2.1 Conduct follow-along data collection (annual)		x year 2	x year 3
2.2 Develop program guidelines based on 1986-87	x ———		
3.0 Implement Grants and Contracts (5.0 mil)			
3.1 Provide 1 year Local Education Agency (LEA) planning support (150,000)	x RFP* □	Implement Year 1 □	Continue Year 2 projects
3.2 Support a state information clearinghouse (150,000)	x RFP □	Implement Year 1 □	Continue Year 2 projects
3.3 Contract development and training projects (900,000)	x RFP □	Implement Year 1 □	Continue Year 2 projects
3.4 Provide competitive stimulus grants (3.8 mil)		x Guidelines/RFP	Implement and monitor grants

*Request for Proposal (RFP)

TASKS	1987 J J A S O N D	1988 J F M A M J	TIMES J J A S O N D	1989 J F M A M J
4.0 Evaluate Projects/Programs (Admin Pkg, see 6.0)				
4.1 Conduct 3rd party evaluations of funded projects			x ———	■
4.2 Implement program quality evaluations, upon request			x ———	■
5.0 Conduct State Advisory Committee (SAC) and Coordinating Activities (Admin Pkg, see 6.0)				
5.1 ODE SAC review of progress and product progress	x ———	ongoing		■
5.2 Conduct interagency committee meetings to monitor cooperative agreements and activities	x ———	ongoing		■
5.3 Conduct public awareness activities	x develop strategies	implement strategies		■
6.0 Manage At-Risk Youth Program ($214,662 Admin Pkg)				
6.1 Provide technical assistance	x ———	ongoing		■
6.2 Provide executive secretary for SACs and committees	x ———	ongoing		■
6.3 Develop and use grant/ contract procedures/forms	x ———	ongoing		■
6.4 Prepare grants/contracts	x ———	ongoing		■
6.5 Conduct statewide staff development activities	x ———	ongoing		■
6.6 Manage other activities 1.0-5.0	x ———	ongoing		■

ah/19wp+
102086
36

BUDGET DETAIL FOR THE AT-RISK YOUTH GRANT-IN-AID PACKAGE

Several activities are planned for the 1987-89 biennium to implement a statewide program for at-risk youth. These activities include among others, the recommendations made in reports developed by the Governor's Commission on Youth and the Department of Education's At-Risk Youth Advisory Committee.

The activities and costs associated with each are discussed below. The premises for these activities are:

1. Effective programs for at-risk students must include a team planning and implementation process, and the team make-up needs to include public and private school programs, public service agencies, and the business community. Any statewide implementation plan needs to encourage and support appropriate team planning and team make-up.

2. Supporting community-by-community program design is not cost efficient. Sufficient high school programs developed through the Department of Education, Governor's Council on Youth, JTPA and others provide good examples of effective programs. Therefore, a training and information dissemination, supported by planning grants discussed above, is a more cost-efficient and effective approach at the high school level.

3. An efficient and effective approach to fund statewide projects at the elementary and middle school level is needed. The state should fund the development of prevention/early intervention models for adoption by local districts rather than support for community-by-community program development which would result in an unproductive duplication of effort and designs.

4. Information, training and technical assistance, when coupled with stimulus grants, is an effective way to help districts implement programs. This approach provides models of effective practices which districts can tailor to local situations and resources, thereby maintaining local ownership.

ACTIVITY/COST DETAIL: (see 1987-89 Biennial Plan, attached)

3.1 Provide support to community planning teams $150,000

The state will provide contracts to communities that convene planning teams representing the variety of agencies and individuals found to be important to effective local planning by the Governor's Commission on Youth and by Department projects.

The support will be in the form of $3,000 to $5,000 contracts for the production of a local plan to implement an at-risk youth service or program. Up to 300 of these contracts will be made in the course of the biennium. Multiple awards to one community may be made where especially difficult problems are evident.

3.3 Support the development of program models and training $900,000

In collaboration with the Assessment Section at the Department, competitive contracts will be made for the development and testing of early detection methods and student evaluation strategies leading to appropriate and effective services. In addition, program quality evaluation methods will be developed through a contract. The program quality evaluation methods will be used to assist districts to assess current services and needs. ($200,000)

Assessment strategies for determining student needs and appropriate intervention strategies will also be developed at all age levels. Existing strategies and methods from Oregon and elsewhere will be evaluated for usability, and additional methods developed where none are available. ($100,000)

Contracts for the development of "best practices" service models with particular emphasis on primary, upper elementary and middle school/junior high school grades will be made. The best practices models will demonstrate student instruction and programming strategies shown to be effective with the specific groups of students.

In addition to the development/demonstration component of these contracts, the contractors will be responsible for providing training through planned site visits and workshops to local planning teams from around the state.

Approximately 20 contracts will be let, distributed as follows:

- 12 early identification and intervention programs
- 5 middle school/junior high school projects
- 3 high school projects.

The 20 projects will be funded on a two year basis. ($600,000)

3.4 Support a statewide information clearinghouse . . . . $150,000 ($75,000 each year for two years)

The Department will contract with a higher education institution, private contractor, another state agency, an ESD or a school district to collect and catalog at-risk youth information and make the information available to local planning teams and others to assist with local program development.

At the end of the two year contract, the contractor will deliver the collection and a dissemination procedure to the Department which will carry on this activity with Department funds.

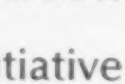
3.5 Provide grants to local school districts $3,800,000

Stimulus grants will be awarded to districts on a competitive application basis. Priority will be given to districts with the greatest need. Funds will be matched by applicants. Successful districts will propose programs and services based on information, technical assistance and models developed and provided under the activities discussed above.

Grants will be made for one year during the 1988-89 fiscal year. Approximately 100 grants will be made with impact on approximately 10,000 students.

1987-89 Budget Request:

Joint Youth Initiative



The following pages contain the budget request to the Legislature for a Joint Youth Initiative sponsored by the Department of Education and the Department of Human Resources.

JOINT YOUTH INITIATIVE

DEPARTMENT OF HUMAN RESOURCES • DEPARTMENT OF EDUCATION

	Div/Dept	General Funds	Total Funds
Education			
o At Risk Youth	ED	$5,000,000	$5,000,000
o Youth in Custody	CSD/DHR/ED	2,500,000	2,500,000
o Educational Support Services for ADC Teen Parents	AFS	541,402	1,082,804
Alcohol & Drug Services			
o A&D Prevention, Early Intervention	MHD/DO	819,518	819,518
o Outpatient & Residential Services for Youth	MHD/DO	1,424,463	1,538,955
o A & D Services Hillcrest School	MHD/DO	139,255	139,255
Health & Mental Health Services			
o School Based Health Clinics	HD	1,416,442	1,401,904
o Albina School Based Health Clinics	DO	110,000	220,000
o Mental Health Child/Adolescent Prevention Model	MHD	208,889	274,962
o Additional Mental Health Services to Children & Adolescents	MHD	832,315	1,095,529
Teen Age Pregnancy Services			
o Teen Pregnancy Prevention	HD	1,198,978	1,193,624
o Prevention Services ADC Youth	AFS	94,693	946,932
o Prenatal Care Teen Mothers	AFS	1,344,977	2,689,956
o Coordinated Community Services to Teen Mothers	CSD	2,523,755	2,588,647
Family Services			
o Prevention Services to High Risk ADC Families	AFS	1,032,502	2,065,004
o Alcohol & Drug Services for Clients of AFS & CSD	MHD/DO	1,051,788	1,489,928
Total		$20,238,977	$25,047,018

EDUCATION

- Youth at Risk: Motivated by Oregon's school "drop-out" rate, this program would develop a statewide plan and provide support to local schools and communities for programs which will keep Oregon's youth in school. The focus will be on early identification of the at-risk youth. The first year of the biennium, 20 model programs would be showcased; staff in-service training would be developed; and an information clearinghouse at one of the state universities would be contracted. Statewide implementation of programs through local school districts would begin the second year.

- Youth in Custody: This program addresses youth who have already failed in public school systems and are in the custody of the state because of delinquency and crime. It would provide supplementary funds to local school districts or their contractors to enhance or develop educational and vocational services for eligible youth. Funds would be distributed through a Request for Proposal Planning and policy guidelines would be the responsibility of a Coordinating Council composed of a statewide representatives from both Social Services and Education.

- Educational Support for ADC Teen Parents: Teenage parents are particularly at risk of dropping out of school and placing both themselves and their children at life-long risk of economic insecurity. AFS would provide support services such as day care, transportation and tuition payments to allow completion of high school or GED programs for an average annual caseload of 476+ teen mothers.

ALCOHOL AND DRUG SERVICES

- A&D Prevention Services: Funds would provide an annual Kids Conference on Alcohol and Drug Abuse, a Prevention Resource Center for information, technical assistance and training, and additional funds for local projects such as school curricula, parent groups, student assistance programs, programs directed at children of substance abusers and "Just Say No" to drugs strategies.

- Outpatient and Residential Services for Youth: As of January 1986, existing outpatient slots for youth were utilized at a rate of 140%. Funds would provide an additional 307 outpatient slots to serve an estimated 1,381 youth and an additional 8 slots in intensive residential services to serve an estimated 48 youth. The additional residential capacity would be targeted to Southern Oregon, an area currently without resources.

- A&D Services for Hillcrest School: Hillcrest School, unlike MacLaren, currently has no resources to serve youth with alcohol or drug problems. These funds would provide for a school curriculum as well as a treatment program on campus.

HEALTH AND MENTAL HEALTH SERVICES

- School-Based Clinics: During the 1985 Legislative session, funding was provided to develop 5 school-based clinics. Clinics developed to date have served a broad range of adolescent health problems including depression, eating disorders, drug and alcohol problems, acute care, and family planning. Funds would be used to support the existing 5 clinics and develop 13 more, two of these specifically targeted to the Albina area.

- Mental Health Child Prevention Model: Existing research indicates that children at high risk of developing serious mental illness can be identified earlier in their lives. These funds would be earmarked for development of a model project targeted at children 3rd grade or below. Results of this project would be used as a model for additional program development. A total of 678 children would be served through early intervention strategies.

- Additional Mental Health Services to Children/Adolescents: The 1985 Legislature appropriated $2.0 million to increase services to seriously mentally ill children and adolescents. Funds have been targeted to severely disturbed children who are victims of child abuse, children at risk of removal from their home, children with mentally ill parents or substance abusing parents, children of teen parents and severely depressed and/or suicidal children. These funds would be used to expand services to the same target groups and will serve 684 additional children. Estimates by the Mental Health Division indicate as many as 7,800 children who fall within the targeted group are currently not served.

TEENAGE PREGNANCY SERVICES

- Teen Pregnancy Services: Current county health department sponsored family planning clinics have substantial waiting lists for service. Additional funds would allow service (without waiting periods) to young people and development of new strategies such as services to young men, parent-child workshops and additional services for teens who already have children. The Health Division estimates that services will be provided to approximately 15,000 teens.

- Prevention Services ADC Youth: Special efforts will be made to encourage youth in ADC caseloads to use family planning services. Services will be offered to all teens who are pregnant or who have children as well as teens who are children in current ADC caseloads.

- Prenatal Care to Teen Mothers: In 1984, nearly 17 percent of 1984's teenmothers received inadequate prenatal care. This is approximately triple the state average for all births. Funds would provide medical care for pregnancy-related services to teens who are not served in public assistance programs. Prenatal care, delivery, and postnatal care would be provided for 600 persons per year.

- Coordinated Community Services to Teen Mothers: This request is modeled on the comprehensive program provided by Salem Y-Teens. Communities will provide a 30% match and will be selected through a competitive process. Services will include case management and outreach, day care, family and group counseling, child development and parent training, alternative education, vocational planning and job-search training. Approximately 1,200 teen mothers will be served. Overall program development and coordination will include representatives of Adult and Family Services Division, Children's Services Division, Health Division, Department of Education and Job Partnership Training Act.

FAMILY SERVICES

- Prevention Services to High Risk ADC Families: ADC families are high risk families and the social services available to them have decreased with reductions in state budgets. The importance of addressing services to these families earlier than currently provided is shown by two telling statistics. A caseload sample of CSD's protective services cases showed 63.3% were either current or closed ADC cases. A survey of Juvenile Court wards in Oregon conducted by the Crime Analysis Center, in cooperation with other agencies, showed that 44.6% of the children in this sample were either current or closed public assistance cases. This program would focus on the young and the new parent with children 3 years of age or under. AFS would pay for parent training, child care, transportation to enable families to participate in training and treatment services and other special needs.

- Alcohol and Drug Services for Clients of AFS and CSD: The target group for this program is Oregon families with children at risk of neglect and abuse because of parental alcohol and drug problems. Families will be referred both from CSD and AFS. The package will fund 2,470 outpatient slots and 30 residential beds for women with their young children to serve an estimated 1,508 parents and children. The residential treatment component will allow treatment of both parent and child since children of alcoholics/drug abusers are at risk of abuse or neglect, frequently lack peer relationships and often have significant school or behavior problems. Residential adult services will include parenting skills as well as treatment for substance abusers.

OREGON DEPARTMENT OF EDUCATION RESOURCES FOR AT-RISK YOUTH

Following is a listing of programs and services for at-risk youth supported by the various divisions within the Oregon Department of Education. Four divisions directly support such programs:

General Education
Student Services/Special Education
Community Colleges
Vocational Education

These programs are supported with federal, state, and local funds. The amounts given below are approximate only and subject to change pending federal and other allocations. This information is provided to show the existing commitment to at-risk youth.

Federal:		
Chapter 1	$24,680,000	
Special Education	50,000	
Job Training Partnership Act (JTPA)	984,703	
Perkins Act	289,275	
Migrant Education	170,827	
Adult Basic Education (ABE)	1,024,670	
TOTAL FEDERAL		$27,199,475
State:	$ 8,450,000	
TOTAL STATE		$ 8,450,000
Local:	$10,805,840	
TOTAL LOCAL		$10,805,840
GRAND TOTAL		$46,455,315

Details about the services and resources are described on the following pages. Numbers of students served are approximate. Grade levels and program foci are briefly described.

OREGON DEPARTMENT OF EDUCATION SUPPORTED SERVICES TO AT-RISK YOUTH

General Education	Grades K 1 2 3 4 5 6 7 8 9 10 11 12	Focus
• Regular classroom: Help with special assignments, additional instruction, appropriate instruction.	x x x x x x x x x x x x x All grades All classrooms State: Basic School Support Fund (BSSF) Local: $Unknown	Regular Curriculum Support
• English as a Second Language (ESL) programs: 62 programs; 5,627 students who don't speak, read, or write English.	x x x x x x x x x x x x x Students: 5,627 Federal: $309,879 (ESL) State: $BSSF Local: $Unknown	English Language Competencies
• Portland Disadvantaged: Equalization of general funds for disadvantaged students in Portland Public Schools	x x x x x x x x x x x x x All grades All classrooms State: $1,000,000	Basic educational skills for disadvantaged students
• Chapter 1, disadvantaged and low educational attainment programs: 37,000 students in 292 districts. Remedial basic skills.	x x x x x x x x x x x x x Students: 37,000 Federal: $27,639,494 (Ch 1) Local: $2,899,000	Remedial Basic Skills
• Migrant Education: 7,761 students identified as migrant. 116 programs statewide. Basic skills instruction.	x x x x x x x x x x x x x Students 7,761 Federal: $6,522,215 (FY 86-87) Local: $Unknown	Remedial Basic Skills

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75

	Grades													Focus
Counseling and Guidance	K	1	2	3	4	5	6	7	8	9	10	11	12	
• Child Development Specialist (CDS) programs: 47,000 students in 146 programs (K-3 = 15; K-6 = 131). 104 CDS specialists.	x	x	x	x	x	x	x							Counseling/ Intervention Services
	Students: 47,000 State: $239,375 (FY 86-87)													
Special Education														
• "Christie List" programs: Seriously emotionally disturbed; 700 students in 30 programs.	x	x	x	x	x	x	x	x	x	x	x	x	x	Severely Emotionally Disabled (SED) Day and Residential Treatment
	Grades: K-12 Students: 700 State: $4,618,139 (FY 86-87)													
• Talented and Gifted: Highly gifted and underachieving secondary students.										x	x	x	x	Appropriate programming for advanced students. District project for identification/prevention of underachieving students
	Grades: 9-12 Students: 150 State: $35,000													
• Secondary Transition: Planning/ training project to assist districts in organizing services for secondary handicapped.								x	x	x	x	x	x	Interagency Cooperation, Curriculum, Documentation, Certification and Training
	Grades: 7-12 Federal: $50,000 (Spec Ed)													
Community Colleges														
• Adult Basic Education (ABE)											x	x	x--	Instruction in Basic Skills With Focus on GED Exam
	Ages: 16-24 Students: 12,085 (all ages) Federal: $1,024,670 (ABE)													
• General Education Development (GED) Testing											x	x	x--	Test Administration
	Ages: 19 and under Students: 4,446													

Vocational Education	Grades													Focus
	K	1	2	3	4	5	6	7	8	9	10	11	12	
• Perkins Act Disadvantaged and Handicapped Formula funds to provide extra services to these populations to help them succeed in regular vocational programs.											x	x	x--	Disadvantaged and handicapped students in secondary schools and community college vocational programs.
	Ages 16 and up Students: 5,769 Federal: $1,314,651 Local: $1,314,651													
• Portland Private Industry Council (PPIC) Youth Employment Initiative: Orientation and assessment services with individualized education programs (IEPs) in remedial education and pre-employment skills.											x	x	x	Non-graduate dropouts ages 16-21 training and placement services.
	Ages: 16-21 Students: 100 Federal: $88,000 (JTPA) $12,000 (Perkins Act) Local: $100,000 (match)													
• Clackamas Employment and Training and Business Services (ETBS): "Vocational Options Program."											x	x	x	At-risk in-school special education students training and placement services.
	Ages: 16-21 Students: 60 Federal: $60,000 (JTPA) $50,000 (Perkins Act) Local: $110,000 (match)													
• ETBS, "Partnership for Youth Employment Program": Team teaching, counseling and education in cooperation with Clackamas County alternative programs.										x	x	x	x	In-school, dropout and offenders in alternative programs pre-employment training.
	Ages: 15-21 Students: 210 Federal: $155,174 (JTPA) $41,850 (Perkins Act) Local: $197,024 (Match)													
• Mid-Willamette Jobs Council "Rural Employability Development for Youth" (REDY): Recruitment and services through Chemeketa Community College outreach centers, high schools, monitor/mentor programs, Human Services Agencies.											x	x	x	Youth ages 16-21 in Marion, Polk and Yamhill Counties.
	Ages: 16-21 Students: 100 Federal: $67,962 (JTPA) $30,534 (Perkins Act) Local: $98,496 (match)													

Vocational Education	Grades	Focus
• Community Services Consortium "Positive Approach to Career Education (PACE): Identification and referrals to Learning Opportunity Center. Development of education and employment plan.	K 1 2 3 4 5 6 7 8 9 10 11 12 x x x x x Ages: 14-21 Students: 30 Federal: $14,306 (JTPA) $30,426 (Perkins Act) Local: $44,732 (match)	High school students at risk of dropping out of school.
• Southern Willamette Private Industry Council, Eugene School District, "Project Success": Identification and services to at-risk students, field test "Leave of Absence" policy, referral to community services, provide parent support groups.	x x x x x Ages: 14-21 Students: 35 Federal: $98,435 (JTPA) Local: $98,435 (match)	High school students at risk of dropping out of school.
• Community Services Consortium "Youth Parent Program": Education, training and support services provided.	x x x x x Ages: 14-21 Students: 50 Federal: $75,000 (JTPA) Local: $84,000 (match)	Young parents ages 14-21.
• Boys and Girls Aid Society (BGAS) "Youth at Work": Supervision for court ordered community service and recreation. Education, preemployment and job placement services provided.	Ages: 14-21 Students: 90 Federal: $144,000 (JTPA) Local: $170,500 (match)	Youth offenders.
• Outside In "Homeless Youth Project": Recruited from among street youth, assessment for support services, substance abuse counseling. Education and employment programs available.	x x x-- Ages: 16-21 Students: 25 Federal: $21,000 (JTPA) Local: $24,000 (match)	Older homeless youth ages 16-21.

Vocational Education	Grades K	1	2	3	4	5	6	7	8	9	10	11	12	Focus
• Partnership for Youth Employment: Multi-interagency effort for employment and training of high risk youth. Provides remedial education, pre-employment skills, occupational skills, and life skills.									x	x	x	x	x	Ninety 14-21 year old high risk youth.
	Ages: 14-21 Students: 90 Federal: $79,608 (JTPA) Local: $80,526 (match)													
• Youth Training Project: Youth Assistance Project for dropouts. Offers job training and GED instruction. Vocational Training Program for Handicapped Students offers training for educationally handicapped students.											x	x	x	One hundred economically disadvantaged and 36 educationally handicapped youth between the ages of 16 and 21.
	Ages 16-21 Students: 136 Federal: $181,218 (JTPA) Local: $191,040 (match)													
• Vocational Education for Special Needs Students at Vocational Village High School: Provides remedial reading classes and vocational training in health and graphic occupations.									x	x	x	x	x	High school dropouts who are academically disadvantaged.
	Ages 14-21 Students: Federal: $100,000 (Perkins Act) Local: $100,000 (match)													
• Vocational Village Minority Recruitment and Retention Project: Recruit, counsel, and provide employment and on-the-job training for minority students.										x	x	x	x	Minority students, primarily black.
	Ages 14-21 Students: 16 Federal: $50,000 (Perkins Act) Local: $50,000 (match)													
• Juvenile Offenders "Juvenile Offenders Project": Counseling instruction in basic skills and vocational education are offered. Also, employment counseling and placement.											x	x	x--	25-30 juvenile offenders aged 16-21.
	Ages 16-21 Students: 25-30 Federal: $36,440 (Perkins Act) Local: $55,942													

Vocational Education	Grades												Focus
	K	1	2	3	4	5	6	7	8	9	10	11	12	
• Juvenile Offenders "Expansion of Youth Employment Services Program": Provides pre-employment training and job placement through Parrot Creek Ranch.									x	x	x	x	x	50 boys referred by the court, aged 14-18.

Ages 14-18
Students: 50
Federal: $29,875 (Perkins Act)
Local: $59,145

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